

The Honorable John H. Chun

UNITED STATES DISTRICT COURT
WESTERN DISTRICT OF WASHINGTON
AT SEATTLE

FEDERAL TRADE COMMISSION,

Plaintiff,

v.

AMAZON.COM, INC. *et al.*,

Defendants.

No. 2:23-cv-0932-JHC

**DEFENDANTS' MOTION TO
COMPEL PRODUCTION OF FTC
COMMUNICATIONS AND
INTERNAL DOCUMENTS**

**NOTE ON MOTION CALENDAR:
March 1, 2024**

ORAL ARGUMENT REQUESTED

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I. INTRODUCTION

Defendants move to compel the production of four types of documents that relate directly to the core issues in this case and that the Federal Trade Commission refuses to disclose. The documents are highly relevant because they are internal FTC documents discussing ROSCA and “dark patterns,” and one of Defendants’ main contentions is that the FTC is inventing a new legal standard that is neither supported by ROSCA nor found in the FTC’s past guidance. Because the FTC is both the plaintiff in this case and the federal agency charged with enforcing ROSCA, FTC documents discussing the legal standards at issue “bear directly on the objective reasonableness of [Defendants’] interpretations” and, therefore, the FTC’s claims. *Poehling v. UnitedHealth Grp., Inc.*, 2018 WL 8459926, at *11 (C.D. Cal. Dec. 14, 2018). Defendants are entitled to the full benefits of discovery to defend themselves against the FTC’s incorrect allegations and unreasonable interpretations of the law.

The FTC has refused to produce—or even search for—the vast majority of documents reflecting its internal discussions on the very issues it has chosen to place front and center in this case. Reiter Decl. (“Decl.”) ¶¶ 5-16; *infra* Section IV. Even in the normal course, that refusal flaunts clear caselaw holding that such documents are relevant and discoverable under the broad civil discovery standards. *See Poehling*, 2018 WL 8459926, at *11; *Ford Motor Co. v. United States*, 84 Fed. Cl. 168, 171 (Fed. Cl. 2008) (finding “relevant for discovery purposes” documents that “could illuminate the agency’s interpretation of the law at the time of the transaction”). Here, where the FTC both claims that the operative standards are clear enough to support its claims while publicly asserting they are ambiguous and in need of revision, the imperative of uncovering these plainly relevant and responsive materials is particularly acute.

The four types of documents at issue in this motion are:

1 To advance these defenses (and to understand the FTC’s claims), Defendants requested
 2 from the FTC certain documents discussing ROSCA, negative options, and “dark patterns.” Decl.
 3 ¶ 4. Defendants also met with the FTC and explained the multi-faceted relevance of these
 4 requested documents. Decl. ¶ 9. For instance, the FTC documents would reveal different agency
 5 interpretations of the ROSCA elements during the relevant time period, which reinforces the public
 6 record that the FTC’s interpretations are unclear and constantly fluctuating. Decl. ¶¶ 7-12; *see*
 7 *also Gen. Elec. Co. v. U.S. E.P.A.*, 53 F.3d 1324, 1332 (D.C. Cir. 1995) (“[I]t is unlikely that
 8 regulations provide adequate notice when different divisions of the enforcing agency disagree
 9 about their meaning.”)). Any internal FTC documents discussing “ambiguity” in the current
 10 ROSCA framework and the “need for clearer guardrails”—language that the FTC has used
 11 externally (Negative Option Rulemaking at 24727-28)—would similarly support Amazon’s
 12 defenses. Decl. ¶¶ 7-12. And FTC documents might also reveal agency interpretations that
 13 contradict the FTC’s positions taken throughout this litigation, further supporting Amazon’s
 14 defenses. Dkt. 84 at 27-33.

15 Yet for months, the FTC broadly refused to produce these documents. At first, the FTC
 16 took the position that nothing it has said or done can possibly impact the outcome in this case. For
 17 example, the FTC asserted that the FTC’s own actions are “irrelevant to whether *Amazon* violated
 18 the law.” Ex. 2 at 3 (emphasis in original). The FTC even claimed that it would “make[] no
 19 difference” if it had taken inconsistent positions about the laws at issue in this case, because “the
 20 FTC’s positions are not controlling.” *Id.* at 4.

21 After Defendants provided the FTC with case law rejecting this position (including those
 22 cited in this motion), the FTC then pivoted to a new argument. *See* Decl. ¶¶ 7-12; Exs. 3-4; *infra*
 23 Section IV.A. This time, the FTC acknowledged that documents reflecting its correspondence
 24 with *third parties* were relevant and would be produced, but still refused to produce—or even to
 25 search for—other relevant internal FTC documents. Ex. 4 at 6-7. Asserting that Defendants’
 26 requests were too “burdensome,” the FTC stated that it will not “comb[] through internal emails”
 27 or otherwise search for “day-to-day correspondence.” Ex. 6 at 5. All the while, the FTC has

1 asserted that Defendants must do all that and more. Stressing the breadth of “the Complaint’s
 2 allegations,” the FTC has insisted that Defendants review and produce years’ worth of emails and
 3 other internal documents from dozens of Amazon custodians. Ex. 4 at 1-3; Ex. 5 at 1-2.

4 III. LEGAL STANDARDS

5 “The scope of discovery under the Federal Rules is extremely broad.” *Soto v. City of*
 6 *Concord*, 162 F.R.D. 603, 610 (N.D. Cal. 1995). “[A] request for discovery should be considered
 7 relevant if there is *any possibility* that the information sought may be relevant to the claim or
 8 defense of any party.” *City of Rialto v. U.S. Dep’t of Def.*, 492 F. Supp. 2d 1193, 1202 (C.D. Cal.
 9 2007) (emphasis added). When a party fails to produce requested documents, “the requesting party
 10 may move the court for an order compelling discovery.” *Rhea v. Washington Dep’t of Corr.*, 2010
 11 WL 5395009, at *2 (W.D. Wash. Dec. 27, 2010) (citing Fed. R. Civ. P. 37(a)(3)). “[T]he party
 12 who resists discovery has the burden to show that discovery should not be allowed, and has the
 13 burden of clarifying, explaining, and supporting its objections with competent evidence.” *Doe v.*
 14 *Trump*, 329 F.R.D. 262, 270 (W.D. Wash. 2018) (cleaned up).

15 IV. ARGUMENT

16 A. The FTC’s internal discussions are relevant and cannot be withheld subject to 17 a blanket claim of “privilege.”

18 The FTC has refused to collect or produce internal FTC documents relating to the FTC’s
 19 interpretation of ROSCA, negative options, and “dark patterns.” Decl. ¶¶ 7-15. Instead, the FTC
 20 has sought to limit its production to documents reflecting communications with third parties. Ex.
 21 4 at 6-7; Ex. 6 at 3-4. The FTC has defended this narrow position by asserting that (1) only the
 22 FTC’s “public positions matter,” not any “internal deliberations among individual FTC employees
 23 or Commissioners”; and (2) such internal documents are “almost certain . . . to be privileged.” Ex.
 24 6 at 5. Neither argument has merit.

25 *First*, given the FTC’s allegation that Amazon violated ROSCA and the FTC Act by using
 26 “dark patterns,” the FTC’s discussions about ROSCA, the FTC Act, and “dark patterns” are
 27 fundamental to the issues in dispute. As courts have routinely recognized, agencies’ internal

discussions of applicable legal standards are relevant because they illuminate the standards alleged to have been violated. *See, e.g., Poehling*, 2018 WL 8459926, at *11 (compelling production of “any documents” showing agency’s interpretations of “applicable statutes, regulations, guidance documents and contractual requirements”); *Fed. Deposit Ins. Corp. v. Appleton*, 2012 WL 12891381, at *2 (C.D. Cal. Oct. 15, 2012) (compelling production of internal agency documents relevant to defendants’ defenses); *S.E.C. v. Lent*, 2006 WL 8434734, at *5 (N.D. Cal. Jan. 12, 2006) (compelling production of internal correspondence and memos reflecting agency’s positions regarding the legality of bank’s activities).

Second, the FTC’s internal discussions are relevant to the FTC’s allegations concerning “actual knowledge.” Compl. ¶ 260. To obtain civil penalties, the FTC must prove that Defendants knowingly violated ROSCA, therefore putting discussions about ROSCA’s requirements squarely at issue. *See* 15 U.S.C. 45; Compl. ¶¶ 1, 271; Dkt. 84 at 27-31; Dkt. 83 at 15-18. Defendants are thus entitled to discovery of documents indicating that there is “more than one reasonable interpretation” of ROSCA’s requirements. *Lent*, 2006 WL 8434734, at *4 (internal documents were relevant to defense against SEC’s fraud claims; “the OCC internal communications about [bank’s] accounting practices . . . are relevant to whether assurances were made which in turn informs Defendants’ scienter”); *United States v. Berkeley Heartlab, Inc.*, 2017 WL 2633500, at *6 (D.S.C. June 19, 2017) (“HHS’s internal communications” could show “the reasonableness of the [d]efendants’ actions, positions, or interpretations” and thus “may be relevant to defendants’ scienter”).

Third, Defendants’ defenses will be proven at least in part through internal FTC documents. For instance, Defendants’ (and in particular the individual defendants’) fair notice defense requires an objective inquiry that turns on whether a “person of ordinary intelligence” would know what the law prohibits. *United States v. AMC Ent., Inc.*, 549 F.3d 760, 768 (9th Cir. 2008). Defendants should be allowed to probe and rely upon documents reflecting uncertainty about what ROSCA means (or differing interpretations of ROSCA) *within the FTC*—the very agency charged with enforcing the statute. *See S.E.C. v. Kovzan*, 2013 WL 647300, at *2 (D. Kan. Feb. 21, 2013)

(documents relating to the “SEC’s similar practices” were relevant—even where the defendant “was not aware of and did not rely upon the SEC’s judgments”—because “the standard for reasonableness encompasses an objective component” and such documents would “shed light on what [practices were] proper”); *Poehling*, 2018 WL 8459926, at *11 (agency documents “would bear directly on the objective reasonableness of [defendant’s] interpretations”). Internal discussions might also severely undercut the FTC’s assertions that Defendants’ arguments about ROSCA are incorrect. *See generally* Dkt. 125 at 10-11, 13-18, 27-31, 37; *see also E.E.O.C. v. OhioHealth Corp.*, 2014 WL 5323068, at *6 (S.D. Ohio Oct. 17, 2014) (compelling production of internal agency documents on damages calculations where defendant sought to show that EEOC’s expert was “not following its own guidance, procedures, training, and other writings on the calculation of damages”).

Given the relevance of these documents, the FTC has no valid basis to limit the scope of the requests to documents pertaining to third parties. During meet and confer efforts, the FTC has relied on *S.E.C. v. Kovzan*, where the court ordered the SEC to produce three categories of third-party communications. 2012 WL 4819011, at *5 (D. Kan. Oct. 10, 2012); Ex. 4 at 6-7. But *Kovzan* did not articulate a rule that *only* third-party communications were relevant. In that case, the defendant *voluntarily* narrowed his request to those items. 2012 WL 4819011, at *2. *Kovzan*’s actual reasoning was not restricted to the defendant’s voluntary limitation. *Id.* at *4 (“[D]efendant is entitled to seek evidence relating to the industry standard, whether or not such evidence was previously known to him or the public.”). Indeed, applying the broad logic of *Kovzan*, courts have ordered production of internal agency documents irrespective of whether they were sent to third parties. *See Berkeley Heartlab, Inc.*, 2017 WL 2633500, at *6 (ordering production of HHS internal documents).

Finally, the FTC cannot avoid its obligation to “search for, produce, or log documents that relate solely to the FTC’s internal discussions” based on its bare assertion that such documents are likely to be protected under the deliberative process privilege. Ex. 6 at 5. The FTC “bears the burden to show that the requested discovery is [indeed] protected” through a privilege log. *Doe*,

329 F.R.D. at 271; *see Brown v. D.C.*, 2021 WL 1439741, at *5 (D.D.C. Apr. 16, 2021) (“detailed privilege logs have been required of parties invoking the deliberative process privilege for decades”). In fact, unlike the attorney-client or work-product privileges, the FTC can invoke the deliberative-process privilege only after proffering a formal claim or statement by a “head of the department” who can verify the documents’ privilege. *See Brown*, 2021 WL 1439741, at *3, 5. Moreover, the deliberate process privilege is a *qualified* privilege that is construed narrowly and can be overcome. *City of Laguna Niguel v. Fed. Emergency Mgmt. Agency*, 2010 WL 11519590, at *4 (C.D. Cal. Mar. 26, 2010) (even if privilege applies, “documents will still be disclosed if the requesting party’s need for the documents outweighs the agency’s interest in withholding them.”). The FTC cannot categorically refuse to search for and produce documents merely because it believes a subset of those documents could be subject to a qualified privileged claim.

B. Post-complaint documents about the Negative Option Rulemaking are relevant and discoverable.

Amazon seeks documents relating to the FTC’s ongoing Negative Option Rulemaking. *See* Amazon RFP No. 23. Through its Negative Option Rulemaking, the FTC plans to provide “clearer guardrails” about the current legal landscape, including ROSCA. *See* Negative Option Rulemaking at 24717-18, 24728. To determine whether a new rule is warranted, the FTC summarized and elicited comments about the clarity of current legal standards, including the “clear and conspicuous,” “express informed consent,” and “simple cancellation” standards alleged in the Complaint. Negative Option Rulemaking at 24719-25. Moreover, as described in Amazon’s motion to dismiss, the Negative Option Rulemaking candidly confirms that current law “does not provide clarity.” Negative Option Rulemaking at 24718; Dkt. 84 at 24-26; Dkt. 131 at 25. And in light of this lack of clarity, the Negative Option Rulemaking also seeks to make explicit in the future rule many of the standards that the FTC is seeking to preemptively apply in this litigation against Defendants. *Compare* Compl. ¶ 143 (alleging that “Amazon presented consumers with alternative or discounted pricing” as part of the cancellation flow), *with* Negative Option Rulemaking at 24729 (explaining that the proposed Rule “contains a provision for sellers who seek

1 to pitch additional offers or modifications . . . during a consumer’s cancellation attempt” by
 2 “effectively prohibit[ing] such practices by giving consumers the ability to avoid them”).

3 Despite the various ways that the Negative Option Rulemaking impacts this case, the FTC
 4 asserts that it “will not search for any [responsive] documents postdating June 21, 2023” because:
 5 (1) such documents are “post-Complaint”; (2) Defendants’ defenses “appear to rely on the state of
 6 the law and the FTC’s enforcement efforts as of the filing of the [C]omplaint”; (3) the FTC has
 7 not alleged violations of the Negative Option Rule; and (4) rulemaking materials and comments
 8 are publicly available. *See* Ex. 6 at 4. Each argument fails.

9 *First*, it is well settled that responsive documents created after the filing of an action can
 10 be relevant. *See Paolo v. Amco Ins. Co.*, 2003 WL 24027878 (N.D. Cal. Dec.16, 2003) (“Contrary
 11 to [defendant’s] argument, the filing date of [Plaintiff’s] lawsuit does not control the relevance of
 12 the information sought.”).³ Here, documents post-dating the Complaint are relevant, especially as
 13 the FTC alleges continuing ROSCA violations and seeks forward-facing injunctive relief. *See*
 14 Compl. at 91.

15 *Second*, the FTC is incorrect that these documents will not shed light “on the state of the
 16 law as of June 21, 2023”—i.e., the date the FTC filed the Complaint. Ex. 6 at 4. For one thing,
 17 the rulemaking *explicitly* assesses whether preexisting laws are adequately clear (and concludes
 18 they do “not provide clarity”). *See* Negative Option Rulemaking at 24718 (“[ROSCA] lacks
 19 specificity about cancellation procedures and the placement, content, and timing of cancellation-
 20 related disclosures”). Moreover, courts have found it “particularly ‘revealing’ that the agency had
 21 ‘gone out of its way to specifically include [the disputed conduct] within the regulatory purview’”
 22 *after* the conduct at issue occurred. Dkt. 131 at 25 (citing *United States v. Moss*, 872 F.3d 304,
 23 314 (5th Cir. 2017)); *see also Exxon Mobil Corp. v. Mnuchin*, 430 F. Supp. 3d 220, 233 (N.D. Tex.
 24 2019) (agency’s clarification of rule lends “at least some support that the [rule] lacked clarity at
 25 the time of an alleged violation”).

26
 27 ³ Although the parties have agreed to June 21, 2023 as the default discovery cutoff, the parties reserved their rights
 right to seek discrete categories of discovery that post-date the complaint. Ex. 4 at 3 n.1 (The FTC states it
 “reserved the right to later seek specific documents, or categories of documents, that postdate June 21, 2023.”).

1 *Third*, the FTC’s argument that it “has not even alleged violations of the Negative Option
2 Rule” misses the point. Ex. 6 at 4. For one thing, the Negative Option Rulemaking provides the
3 FTC’s views about ROSCA—the statute that the FTC has relied on to bring this case. Negative
4 Option Rulemaking at 24717-18. Moreover, documents about the FTC’s ongoing rulemaking and
5 proposed final rule are relevant because they will show that the standards the FTC is attempting to
6 preemptively apply in this case did not exist during the Complaint’s relevant period and are only
7 now being promulgated. Dkt. 84 at 24-26; Dkt. 131 at 25. Indeed, several of the FTC’s allegations
8 about ROSCA violations closely track the proposed *future* requirements. For example:

- 9 • ***Clear and Conspicuous:*** Compare Dkt. 125 at 16 (arguing that Amazon’s
10 disclosures are not clear and conspicuous because a “user could easily click ‘Place
11 your order’ without ever seeing this text”) with Negative Option Rulemaking at
12 24727 (“Under the proposal, [clear and conspicuous] should be difficult to miss
13 (i.e., easily noticeable) or unavoidable.”);
- 14 • ***Informed Consent:*** Compare Compl. ¶ 231 (b)(1) (“Amazon also uses repetition
15 and color to direct consumers’ attention to the words ‘free shipping’ and away from
16 Prime’s price, which leads some consumers to enroll without providing informed
17 consent”) with Negative Option Rulemaking at 24727 (proposing that marketers
18 “refrain from including any information that interferes with, detracts from,
19 contradicts, or otherwise undermines” the consumer’s ability to provide express
20 informed consent”);
- 21 • ***Simple cancellation:*** Compare Compl. ¶ 128 (“The Iliad Flow required consumers
22 intending to cancel to navigate a four-page, six-click, fifteen-option cancellation
23 process. In contrast, customers could enroll in Prime with one or two clicks.”) with
24 Negative Option Rulemaking at 24736 (proposing an “update” requiring that
25 cancellation be “at least as easy to use as the method the consumer used to initiate
26 the negative option feature”).

27 *Finally*, the FTC’s assertion that “much of” the rulemaking materials are publicly available
is non-responsive and inadequate on its face. Ex. 6 at 4. At minimum, the FTC must produce
documents that are *not* publicly available (such as internal communications)—a critical subset of
probative documents that the FTC has never attempted to argue are not relevant. Just as
fundamentally, “the fact that some of the documents might be . . . public is not a basis for refusing
to produce documents that are otherwise discoverable.” *Thomas v. Hickman*, 2007 WL 4302974
at *19 (E.D. Cal. Dec. 6, 2007).

C. The 2009 Negative Options Report and 2007 Workshop are directly related to ROSCA and the FTC's allegations.

The FTC refuses to produce documents responsive to Amazon's RFP No. 26, which requests all documents relating to the 2009 Negative Options Report (the "Report") and the 2007 Workshop cited therein (the "Workshop"). *See* RFP No. 26. The FTC asserts that the requested materials "long predate" ROSCA and the conduct covered in the Complaint, and that there is "no plausible connection to Defendants' ROSCA defenses." Ex. 6 at 4.

Although the FTC is correct that the Report predates ROSCA (by one year), it is nonetheless relevant to this action. Indeed, the FTC publicly identifies the Report as setting forth principles and guidance that were incorporated by Congress into ROSCA, and it continues to cite the Report and Workshop in recent guidance documents. *See* Ex. 7 at 11 ("the FTC hosted a workshop in 2007 to analyze the marketing of goods and services through offers with negative option features, then issued a staff report in 2009 that set forth principles to guide sellers offering negative options online. Following this guidance . . . Congress enacted [ROSCA] in 2010."). Because the Report and Workshop provide background for understanding the primary statute at issue, documents relating to the Report and the Workshop are relevant. *See Falcone v. Internal Revenue Serv.*, 479 F. Supp. 985, 989 (E.D. Mich. 1979) (requiring disclosure of non-public memorandums which were consulted by the agency "to determine whether [a] proposed ruling [was] consistent with the interpretations and policies adopted by the agency").

Despite objecting to Defendants' document requests as irrelevant, the FTC itself identified both the Report and Workshop in its interrogatory response listing FTC documents related to "dark patterns" and negative options. *See* Ex. 8. This was no coincidence: the Report and Workshop both contain information bearing directly on the FTC's allegations in this case. The Report provided guidance on "clear and conspicuous" disclosures, and recognized that many consumers are "click happy" and "click through webpages quickly, without paying much attention because they want to complete a given transaction." *See* Ex. 9 at 7; 10-12, 14; 27. The Report also cites repeatedly to the Workshop transcript and presentations (which are not publicly available) and framed the "marketing principles set forth [in the Report as] an attempt to address" the Workshop's

1 topics on “consumer online behavior” and on “the clear and conspicuous standard for making
 2 online disclosures.” Ex. 9 at ii-iii, 29. This information relates directly to arguments Amazon has
 3 already put forward in this case, including about the meaning of “clear and conspicuous” and that
 4 some customer confusion is inevitable. *See* Dkt. 84 at 15 (“presenting terms on the same screen
 5 as the offer reflects a clear and conspicuous disclosure”); Dkt. 131 at 20 (“as the governing
 6 standard itself reflects, some amount of customer confusion is *inevitable*.”). The documents also
 7 directly relate to Defendants’ contention that the FTC’s arguments in this case deviate from its
 8 previous guidance, thereby depriving Defendants of fair notice and supporting Defendants’
 9 arguments that they did not act with requisite knowledge to trigger civil penalties. *See Poehling*,
 10 2018 WL 8459926, at *11.

11 **D. The FTC’s Office of Public Affairs possesses responsive and relevant**
 12 **documents.**

13 The FTC refuses to search for and produce responsive documents and emails held by its
 14 Office of Public Affairs (“OPA”), including documents and communications that relate to press
 15 releases concerning this case. Ex. 6 at 3.

16 The FTC appears to argue that it need not search OPA for responsive documents because
 17 OPA’s role is limited to working on “public press releases” and “related responses to media
 18 queries,” including this case’s press release. *Id.* at 3-4. But OPA’s work related to litigation press
 19 releases and media outreach—types of documents that courts routinely find to be relevant and
 20 discoverable—only confirms that OPA *should* be a custodian. *See Schroeder v. Medtronic, Inc.*,
 21 2023 WL 4864983, at *3 (D. Kan. July 31, 2023) (“The topic(s) of the communications between
 22 Relator and various media outlets [are] highly relevant to the subject matter of the action.”);
 23 *Parneros v. Barnes & Noble, Inc.*, 332 F.R.D. 482, 499 (S.D.N.Y. 2019) (ordering production of
 24 non-privileged emails and draft press releases).

25 Here, responsive documents at the OPA are particularly relevant to Amazon’s defenses.
 26 The FTC admits that OPA was involved in drafting press statements characterizing this action as
 27 a “challenge to alleged digital dark patterns,” a position which the FTC has now attempted to

1 disclaim. *See* Exs. 10-11; Dkt. 125 at 44 (“FTC Has Not Asserted a ‘Dark Patterns Theory’”).
 2 Because the press releases demonstrate ongoing shifts in the FTC’s interpretations, discovery of
 3 documents relating to the press releases are squarely relevant to Defendants’ fair notice defenses.
 4 *See Nw. Immigrant Rts. Project v. Sessions*, 2017 WL 3189032, at *5 (W.D. Wash. July 27, 2017)
 5 (regulation was impermissibly vague where government’s interpretation was a “moving target”).
 6 And of course, if OPA’s role is as limited as the FTC contends, there will be minimal burden on
 7 the FTC to collect and produce these documents.

8 V. CONCLUSION

9 Defendants are entitled to the full benefits of discovery to defend themselves against the
 10 FTC’s incorrect allegations and unreasonable interpretations of the law. The FTC should not be
 11 allowed to cut off discovery by determining for itself that entire categories of documents are not
 12 relevant. Instead, Defendants should be permitted to obtain the categories of discovery sought,
 13 which many courts have allowed in other cases.

14 For the reasons discussed, Defendants respectfully request that the Court grant Defendants’
 15 motion to compel.

16
 17 DATED this 15th day of February, 2024.

18
 19 I certify that this memorandum contains 4,199 words, in compliance with the Local Civil
 20 Rules.

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